

# **HEADQUARTERS**

SENIOR CONTRACTING OFFICIAL - AFGHANISTAN NEW KABUL COMPOUND, AFGHANISTAN APO AE 09356

1 March 2011

# STANDARD OPERATING PROCEDURES (SOP) FOR FIELD ORDERING OFFICERS (FOOs)

- 1. PURPOSE: This SOP provides FOO program guidance and outlines duties and responsibilities for Regional Contracting Center (RCC) Chiefs, FOO Managers, and FOOs using Afghanistan Security Forces Funding (ASFF), Operation and Maintenance, Army (OMA) funds, and Official Representative Funds (ORF).
- 2. APPLICABILITY: This SOP applies to Senior Contracting Official Afghanistan (SCO-A) RCC Chiefs, FOO Managers, and FOOs.

### 3. REFERENCES:

- a. Current and future revisions, Money As A Weapon System- Afghanistan (MAAWS-A)
- b. FAR 13.2, Actions at or below the micro-purchase threshold
- c. FAR 13.306, SF44, Purchase Order-Invoice-Voucher
- d. FAR 18.201, Contingency Operation
- e. DFARS 213.306, SF44, Purchase Order-Invoice-Voucher
- f. DFARS 218.201, Contingency Operation
- g. AFARS 5113.306, Standard Form 44, Purchase Order-Invoice-Voucher
- h. Contingency Contracting-A Joint Handbook, Air Force Logistics Management Agency
- i. Standard Form (SF) 44, general procedural instructions
- j. DoD 5500.7-R Joint Ethics Regulation
- k. Center for Army Lessons Learned (CALL) 09-16, Field Ordering Office and Paying Agent Handbook
- I. AFARS 5101.602-2-90 Appointment of Ordering Officers
- m. COMISAF Counterinsurgency (COIN) Contracting Guidance Dated: 8 Sep 2010
- 4. SUMMARY OF CHANGES: This document supersedes the SCO-A SOP 09-02 Field Ordering Officer Program dated 19 Oct 09.
- 5. MISSION: FOOs provide their commands the ability to quickly make local purchases for mission-essential requirements. Division/RCC Chiefs appoint FOOs to make over-thecounter purchases in accordance with the DFARS up to the micro-purchase threshold (currently \$30K). All purchases over \$10K require a legal review IAW US Army Forces, US Central Command (USARCENT) policy. Unless further restricted in this document, the FOO is not required to have any other approvals for purchases under \$10K. The Resource Manager (RM) determines the unit's monthly funding amount and is contingent upon availability of funds.

# 6. NOMINATION, TRAINING, AND APPOINTMENT:

### a. Nomination:

Commanders (O-5 or above) may nominate DoD military or civilian personnel to be appointed as FOOs. Service members E-7 or above (waiverable with approval by the FOO Manager to E-6), and civilians GS-6 or above can be appointed (waiverable with approval by FOO Manager to GS-5). Non-DoD personnel, including Foreign Nationals, may not be appointed as FOOs. Contractor personnel cannot be appointed as FOOs.

# b. Training:

Standardized FOO training will be conducted by the RCCs. Personnel will be trained on acquisition policies and procedures applicable for the type of purchases authorized to execute, and given clear guidance for making determinations on non-standard items. Training documents shall be provided to the Commanders for review after the FOO is trained. FOOs inactive for longer than 90 days are required to take refresher training. FOOs shall provide a certificate of the following training (CLM 003 "Ethics Training" for Acquisition Technology and Logistics Workforce) prior to appointment. Contact the FOO Manager for online training access details.

# c. Appointment:

Division/RCC Chiefs will appoint in writing a KO (minimum \$30K warrant) as the FOO manager. FOO managers will appoint FOOs in writing upon successful completion of mandatory training. This is a non-delegable appointment. The FOO is never authorized to handle funds on behalf of the PA. The team must be together when opening a new account. (Note: The PA is appointed by the Disbursing Agent and is under the authority of the Finance Office).

### 7. FOO OPERATIONS:

- a. General Conditions for the use of FOO funds:
  - Transactions may not exceed the FOO threshold of the MAAWS-A and all purchases exceeding \$10K require a legal review prior to making the purchase. The price may include delivery charges for supplies.
  - 2) Funds must be available at the time of purchase.
  - 3) Supplies or services shall be immediately available. Services can be procured for 14 days and may be extended up to 30 days with a letter of justification from a Commander justifying the need. If the supplies are not immediately available, use normal contracting procedures.
  - The purchase does not require detailed technical specifications or technical inspections.
  - 5) May not be used for foreseeable or recurring requirements.
  - 6) Afghanistan Security Forces Fund (ASFF) cannot be used in conjunction with or commingled with OMA or any other appropriated or non-appropriated funds, and can only be used in support of Afghan National Army (ANA) & Afghan National Police (ANP). Conversely, OMA funds may not be used for the purpose of supporting the Afghanistan National Security Forces (ANSF).
  - 7) Segregation of Responsibilities. FOOs shall never be a paying agent and should not be the individual receiving the products or services. In addition, a FOO and PA should only have one account at a time (i.e. OMA or ASFF but not both) and must only have one open OMA Purchase Request & Commitment (PR&C) at a time.

# b. Procedures/Purchasing Process:

- All requirements for purchase must be documented in writing using a DA Form 3953 or locally produced request memorandum. The documents shall state operational funds or "OPFUND" and contain a clear and understandable item description, specific quantity and cost estimate. FOOs may reference the MAAWS-A for instructions on preparing a PR&C to include TPE requisition number.
- 2) The FOO shall determine whether he/she is authorized to purchase the requested item. Authorizations or limitations may be found in the FOO SOP, FOO's letter of appointment, Restricted Purchase List (RPL), and/or special instructions. The FOO is not authorized to make a purchase if the item is available through government supply channels or government sources in a timely manner. Additionally, the FOO is not authorized to make a purchase if the items are available on contract or BPA (unless this method cannot meet the timeline for an urgent operational need).
- 3) The FOO is authorized to procure Government supply items only after a requisition has been submitted through the normal Army supply channels or Ministry if Defense (MoD) for ASFF, which has been annotated as not available, or not available in a timely manner. A copy of the supply requisition document or Ministry of Interior (MoI)/MoD-14 must be attached as proof that the item was first ordered through the supply system.
- 4) If the FOO considers the price fair and reasonable, the FOO completes the buy and vendor's portion of the SF 44 and purchases the item. If the goods and services are acceptable, the FOO annotates the receiver's sales document received and accepted, dates the document, and signs the document. The requestor, supply OIC/NCOIC, or technical person will sign as the receiver. The PA completes the SF 44 after he/she pays the vendor. Completing the SF44 includes adding a statement that cash payment was received in full, the amount paid, the date of the payment, and the signature and title of the vendor.
- 5) The FOO shall maintain a record of purchases including the purchase order number, the date of transaction, the description of the supply/service purchases, amount of obligation, and the balance of un-obligated funds. An electronic form is preferred and may be in the form of a spreadsheet. ALL equipment items will be annotated on the Theater Provided Equipment (TPE)/PBO book.
- c. Unauthorized Expenditures. RCCs shall provide a Restricted Purchase List to FOOs. The RPL contains a list of items that, in general, cannot be purchased. If a prohibited item is deemed mission critical, contact the RCC to determine if there are conditions under which such a purchase may be approved.
- d. Purchase Limitations. In general, FOOs should not use funds to pay for equipment or services already provided by another source. Prior to making any purchase, the FOO should check for availability of the requirement from existing sources, such as within the unit, Installation Property Book Office (IPBO), Logistics Civilian Augmentation Program, (LOGCAP) Contractor, Self Service Supply Center (SSSC), and the RCC. When in doubt, call your respective RCC. Violations of the below guidance as to <u>prohibited/regulated purchases</u> will result in immediate termination of FOO delegation unless an exception to policy is granted by the supporting RCC chief or FOO Manager.
- e. Special Situations. There may be special situations whereby regulated or prohibited purchases are authorized. The RCC Chiefs and the FOO manager will establish procedures at the local level to cover these special situations. FOOs should contact the RCC prior to the purchase if there are any questions.

- f. Bottom Line: If the FOO has questions concerning a purchase, he or she should seek guidance from the RCC prior to expending funds. In some cases, the RCC may have already established a BPA or contract for the requirement. In all cases the FOO should document the circumstances and reasons for their actions.
- g. Afghanistan Security Forces Fund (ASFF)
  - ASFFs are used for the direct support, security assistance, and often include expenditures to build, equip, train, and sustain the ANSF, both military and police. They may be used to provide permanent support for building ANA garrisons and for providing for the stability of those garrisons. Proper uses of ASFF include: Permanent physical and material support and contractual services to build and permanently equip the garrisons, to include providing tents for housing (with the understanding the tents will remain with ANA upon completion of operations or the exercise). ASFF purchases may be made for purposes other than Operational & Maintenance (O&M) purchases. FOOs should consult their responsible KO, local staff judge advocate, or Combined Security Transition Command –Afghanistan (CSTC-A) for additional guidance.
  - 2) Clearance Procedures for ASFF FOOs The general rule is that ASFF must be in direct support to the ANA, ANP, Afghan National Border Patrol (ANBP), or ANSF. ASFF funded FOOs are authorized different types of purchases compared to Title 10, O&M purchases. Clearance paperwork and documentation for the FOO files must clearly indicate that purchases made with ASFF are made for authorized ASFF projects. Although use of ASFF requires concurrence from the Department of State, it is doubtful that an individual FOO will have any documentation from the Embassy or the Department of State. Accordingly, the appropriate documentation documenting the FOO purchase would be a statement from the FOO or Commander that the ASFF purchases were made for an approved ASFF project in support of Afghanistan Security Forces. Co-mingling of O&M funds with ASFF is prohibited.

### 8. CLEARING:

- a. If the FOO spends the funds entrusted to the PA, the FOO must clear his/her records through the FOO Manager before making more purchases. FOOs will clear accounts every 30 days. If a FOO does not expend any funds during a 30 day period due to non activity, they will notify the FOO Manager in writing and document the file accordingly. FOOs in remote areas can submit an extension request (up to 60 days) to the FOO Manager who will coordinate with the RCC RM for an extension. Once the records have been reconciled and the FOO has cleared the RCC, the FOO and PA shall clear with RM, Finance Office, or both, before drawing more funds. FOO Managers will complete a monthly Clearing Memorandum for Record documenting all violations. The FOO will acknowledge receipt and document corrective action(s) taken. Copies of the MFR will be forwarded to the FOO's Commander, the RCC Chief, and SCO-A.
- b. FOOs may clear electronically by submitting the required documentation to the FOO Manager via e-mail. The RCC Chief or designee shall physically inspect or review FOO activity at least once a month or bi-monthly (as determined appropriate by the FOO Manager).
- c. The following documents shall at a minimum be required in order to clear:
  - 1) Reconciliation memo from the first O-5 commander in the chain of command
  - 2) Funding document (DA3953 or CSTC-A PR&C)
  - 3) Theater Provided Equipment (TPE)/PBO clearance memo

- 4) PIIN/purchase ledger
- 5) SF44s
- 6) Receipts
- 7) LOJs (where applicable)
- 8) Other documentation may be required by the local FOO Manager.
- d. Clearing a FOO with Violations. FOO Managers will not clear a FOO with violations described in Paragraph 9 below until:
  - The unauthorized purchase has been ratified and a copy of the Ratification Package is included with the FOOs clearance package.
  - 2) The amount of Unauthorized Purchase is reimbursed in cash. The purchase remains unauthorized and the cash is turned in to Finance to clear the DA 3953.
- 9. FOO VIOLATIONS: RCC/DIV Chiefs/Commanders, FOO Managers, designated KOs, or higher authority may revoke FOO appointments for any violations of regulations, orders, or statutory authority. These violations include, but are not limited to, unauthorized commitments, split purchases, purchases not authorized by the FOO Manager or designated KO, purchases made over the FOO's dollar limitation, delinquent reconciliation with the FOO Manager or designated KO, training delinquencies, and for the Afghan Theater of Operations, unauthorized purchases in violation of the FOO Restricted Purchase List. Notify the RCC Chief of ALL violations. Violations shall be handled in the following manner:
  - a. Unauthorized Purchases: Unauthorized purchases are purchases the KO did not authorize or outline in the FOO's appointment letter, orders, or other coordination. Violations of the terms and conditions of the FOO's appointment letter may result in the revocation of the FOO's appointment as well as that of any additional or other FOOs within the unit (section, battalion. etc.) based on the RCC Chief's evaluation of the violation. The revocation will stay in effect until such time as:
    - 1) The RCC Chief ratifies the unauthorized purchases that are \$10K or less in accordance with FAR 1.602-3(b) (3) (8), AFARS 5101.602-3 and 5101.602-3-90. Actions over \$10K require ratification approval by the office of the SCO-A.
    - 2) The staff judge advocate reviews the situation to determine whether disciplinary action is appropriate and forwards his/her recommendation to the commander.
    - 3) Reconciliation is conducted between the FOO and the RCC Chief.
    - 4) The FOO completes any additional training the RCC Chief requires.
  - b. Disciplinary Measures (based on severity and FOO Manager/RCC Chief discretion). All violations and corrective actions shall be documented on the monthly clearance memorandum and signed by the FOOs Commander and FOO. If an extension is approved, the FOO shall provide the memorandum at time of clearance.
    - 1) Administrative errors: Train FOO on correct method.
    - 2) Small purchasing decision errors: Train FOO on correct method and issue memo warning of termination if repeated (based on severity)
    - 3) Large purchasing errors (wrong funding, unauthorized commitment, etc): immediate termination (based on severity)
  - c. Once all the above actions have been addressed or evaluated, the culpable FOO may be reinstated, or the unit may be required to nominate another FOO.

### 10. TERMINATION:

- a. The RCC terminates a FOO when:
  - 1) The unit that nominates the appointed FOO leaves the AOR.
  - 2) The FOO's duties change.
  - 3) The FOO's appointment term expires (normally expires after one year).
  - 4) Upon recommendation of the FOO's unit commander.
  - 5) If the FOO fails to properly execute his or her duties.
- b. The FOO shall submit the following documents to the RCC upon termination:
  - 1) Conduct clearing procedures if money is drawn.
  - 2) SF 44s in their possession.
  - 3) Copy of commander termination request letter.
  - 4) DD Form 577, Appointment/Termination of Record.
- c. The RCC shall issue a Letter of Clearance, termination, or both. The RCC does not have to issue a Letter of Clearance if an outstanding matter is unresolved, regardless of redeployment, or relocation within theater.

### 11. FOO PROGRAM RESPONSIBILITIES/LIABILITIES:

- a. By signing PR&Cs, LOJs, and the Reconciliation Memo, commanders, and FOOs accept responsibility for ensuring that the purchases are mission essential, appropriate, and consistent with all applicable policies, and regulations. FOOs, PAs, and Commanders can be held pecuniary liable (responsible for paying out of their own pocket) for losses or improper purchases.
- b. RCC Chiefs and FOO Managers will analyze all requests to appoint FOOs in their area of responsibility to ensure compliance with the SCO-A FOO SOP, as well as all applicable regulations and policy guidance.
- c. The SCO-A Operations Chief will conduct an analysis of the Theater FOO program and make recommendations to convert high volume FOO purchases to more traditional contract vehicles such as BPAs or IDIQ contracts. Recommendations will be evaluated and implemented by the SCO-A.
- d. The SCO-A Policy Chief will ensure that the above conditions are satisfied at normally scheduled PMR and Staff Assistance Visit (SAV) assessments of each RCC.

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Colonel, US Army

Deputy Commander and Senior Contracting Official - Afghanistan

Attachment:

Master FOO Restricted Purchase Lists (RPLs)





# SCO-A Restricted Purchase List as of 1 March 2011

Imission needs.	
Battalion Commander or higher, and a written confirmation from the S4 that the item is on order but not available via the supply system to meet current	Health and Hygiene Products
If on a nonrecurring basis. Prior to purchase: A letter of Justification from the	
NONE	Alcohol/Tobacco
See Below	Class VI - Personal demand items:
NONE	Class V - Ammunition of all types, bombs, explosives, mines, fuses, detonators, pyrotechnics, missiles, rockets, propellants, and associated items.
If on a nonrecurring basis. Prior to purchase: A letter of Justification from the Battalion Commander or higher, and a written confirmation from the S4 that the item is on order but not available via the supply system to meet current mission needs.	Class IV - Construction materials, including installed equipment and all fortification and barrier materials.
If on a nonrecurring basis. Prior to purchase: A letter of Justification from the Battalion Commander or higher, and a written confirmation from the S4 that the item is on order but not available via the supply system to meet current mission needs.	Class III (Package), Petroleum, Oil and Lubricants (POL): Petroleum, lubricants, hydraulic and insulating oils, preservatives, liquids and gases, coolants, deicer and antifreeze compounds, components, and additives of petroleum and chemical products, and coal.
NONE	Class III (Bulk), Petroleum, Oil and Lubricants (POL): Petroleum, fuels, lubricants, hydraulic and insulating oils, preservatives, liquids and gases, bulk chemical products, coolants, deicer and antifreeze compounds, components, and additives of petroleum and chemical products, coal and firewood.
If on a nonrecurring basis. Prior to purchase: A letter of Justification from the Battalion Commander or higher, and a written confirmation from the S4 that the item is on order but not available via the supply system to meet current mission needs.	Class II, Personal clothing, organizational and individual equipment (OCIE), tentage, organizational tool sets and kits, hand tools.
None	Class I, Subsistence (food), Water, and Ice.
EXCEPTIONS	ITEM
ASFF (Benefit Afghani Security Forces Only)	ASFF (Benefit Afgha
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ASFF (Benefit Afgha	ASFF (Benefit Afghani Security Forces Only)  EXCEPTIONS
	EXCEPTIONS
Class VII - Major end items such as launchers, tanks, mobile machine shops, weapons of any kind and vehicles (i.e. NTVs)	NONE
Class VIII - Medical material (equipment and consumables) including repair parts peculiar to medical equipment. (Class VIIIa – Medical	
consumable supplies not including blood & blood products; Class VIIIb –	NONE
cells, etc).	
Class IX - Repair parts and components to include kits, assemblies, and	If on a nonrecurring basis. Prior to purchase: A letter of Justification from the
subassemblies (repairable or non-repairable) required for maintenance	Battalion Commander or higher, and a written confirmation from the S4 that
support of all equipment.	the item is on order but not available via the supply system to meet current mission needs.
Construction of Real Property	NONE
Computer Equipment	See Below
Computer Hardware (Desktops, Laptops, Servers, Switches, Routers,	NONE
Copiers (buy or lease)	Requires unit J6/G6/S6 written justification
Software	NONE
Communications Equipment	See Below
Cell Phones, SIM Cards, Minutes	Requires JCURB Approval
Walkie-talkie, Two-way radios	NONE
COMSEC Equipment	NONE
Satellite Communications (Phones, Dishes, Service, Communications Systems)	NONE
MWR Items	See Below
Gym/Sports Equipment	NONE
Video Systems (DVD Players, Video Game Machines, etc.)	NONE
TV's (For MWR Purposes)	NONE
Surround Sound Systems, Audio Systems	NONE
Internet Related Services (MWR Purposes)	NONE
Entertainment of Any Kind	NONE
Vehicles and maintenance (Lease)	NONE
Equipment Maintenance and Repairs	NONE





# SCO-A Restricted Purchase List as of 1 March 2011

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OMA (US	OMA (US Forces Only)
ITEM	EXCEPTIONS
Class I - Subsistence (food), Water, and Ice.	NONE
Class II - Uniform Items and all TA-50/CTA related Items (patches, sewing, boots, belts, holsters, AMMO Pouch, Camelbacks, etc.)	NONE
Flags, Guidons, Coins, Moral Clothing	NONE
Bedding: Beds, Bunks, Mattresses and Linens	NONE
Class III (Bulk) - Petroleum, Oil and Lubricants (POL): Petroleum, fuels, lubricants, hydraulic and insulating oils, preservatives, liquids and gases, bulk chemical products, coolants, deicer and antifreeze compounds, components, and additives of petroleum and chemical products, and coal	NONE
Class III (Package) - Petroleum, Oil and Lubricants (POL): Petroleum, lubricants, hydraulic and insulating oils, preservatives, liquids and gases, coolants, deicer and antifreeze compounds, components, and additives of petroleum and chemical products, and coal.	Prior to purchase: A letter of Justification from the Battalion Commander or higher, and a written confirmation from the S4 that the item is on order but not available via the supply system to meet current mission needs.  Reference FAR 8.002
Class IV - Construction materials, including installed equipment and all fortification and barrier materials.	Prior to purchase: A letter of Justification from the Battalion Commander or higher, and a written confirmation from the S4 that the item is on order but not available via the supply system to meet current mission needs.  Reference FAR 8.002
Class V - Ammunition of all types, bombs, explosives, mines, fuzes, detonators, pyrotechnics, missiles, rockets, propellants, and associated items.	NONE
Class VI - Personal demand items:	See Below
Alcohol/Tobacco	NONE
Health and Hygiene Products	Prior to purchase: A letter of Justification from the Battalion Commander or higher, and a written confirmation from the S4 that the item is on order but not available via the supply system to meet current mission needs. Reference FAR 8.002
	FAR 8.002

OMA (US F	OMA (US Forces Only)
ITEM	EXCEPTIONS
Class VII - Major end items such as launchers, tanks, mobile machine shops, weapons of any kind and vehicles (i.e. NTVs)	NONE
Class VIII - Medical material (equipment and consummables) including repair parts peculiar to medical equipment. (Class VIIIa – Medical consummable supplies not including blood & blood products; Class VIIIb – Blood & blood components (whole blood, platelets, plasma, packed red cells, etc).	NONE
Class IX - Repair parts and components to include kits, assemblies, and subassemblies (repairable or non-repairable) required for maintenance support of all equipment.	Prior to purchase: A letter of Justification from the Battalion Commander or higher, and a written confirmation from the S4 that the item is on order but not available via the supply system to meet current mission needs.  Reference FAR 8.002
Construction of Real Property	NONE
Computer Equipment	See Below
Computer Hardware (Desktops, Laptops, Servers, Switches, Routers, Monitors, and Network Equipment)	NONE
Copiers (buy or lease)	Requires unit J6/G6/S6 written justification
Software	NONE
Communications Equipment	See Below
Cell Phones, SIM Cards, Minutes	Requires JCURB Approval
Walkie-talkie, Two-way radios	NONE
COMSEC Equipment	NONE
Satellite Communications (Phones, Dishes, Service, Communications Systems)	NONE
MWR Items	See Below
Gym/Sports Equipment	NONE
Video Systems (DVD Players, Video Game Machines, etc.)	NONE
TV's (For MWR Purposes)	NONE
Surround Sound Systems, Audio Systems	NONE
Internet Related Services (MWR Purposes)	NONE
Entertainment of Any Kind	NONE
Vehicles and maintenance (Lease)	NONE
Equipment Maintenance and Repairs	NONE
Labor	No More than 5 Days

OMA (US Forces Only)	
ITEM EXCEP	EXCEPTIONS
Services   No More than 14 days (May be extended up to 30 days with a letter of iustification from Commander specifying need)	ended up to 30 days with a letter of
Gifts, Souvenirs, Plaques, NONE	
Lodging	
Lease/Rent Land or Buildings NONE	
Bibles/Qurans NONE	
(Contact local contra	cting and J8 office for assistance)
If on a non-recurring basis. FOO expen	FOO expenditures for live animals (not for
Live Animals  transportation. Purchase of food/subsistence strictly for these also authorized	aining aide or for cargo/personnel food/subsistence strictly for these live animals is
Shuras NONE	
Stockpiling   NONE (Exp: purchasing urgently needs case")	(Exp: purchasing urgently needed items to have on hand "just-in-
	(Exp: a unit deploys with non-mission capable equipment and uses
Getting Well the deployment as a reason to obtain t	to obtain the parts necessary to repair the
NONE (Exp: Splitting a large requirement into two or more purchases to	ement into two or more purchases to
Spin Furchases	maintain each purchase amount under the single purchase limit)
maintain each purchase amount under	
Personal Comfort Items (Refrigerators, Microwaves, coffee makers, Other Kitchen appliances)  NONE	